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## 4.1 AESTHETICS/VISUAL RESOURCES

This section describes the visual setting of the proposed Transit Zoning Code (SD 84A and SD 84B) area and evaluates the potential for changes in visual character due to development under the Transit Zoning Code (SD 84A and SD 84B). This section analyzes the general aesthetic effects of the Transit Zoning Code (SD 84A and SD 84B) over the 450-acre project area, including the potential loss of existing visual resources, such as landscaping and mature trees, effects on views, compatibility with visual characteristics of surrounding land uses, and the likelihood that adjacent uses (sensitive receptors) would be disturbed by light and glare generated or reflected by new structures. Data used to prepare this section was taken from various sources, including surveys of the Transit Zoning Code (SD 84A and SD 84B) area, and City planning documents.

One comment letter related to aesthetics was received from a private citizen in response to the Initial Study/Notice of Preparation (IS/NOP) circulated for the Transit Zoning Code (SD 84A and SD 84B). All comment letters are included in Appendix A, and their respective concerns and issues are addressed within this section. Full bibliographic entries for all reference material are provided in Section 4.1.5 (References) of this section.

### 4.1.1 Environmental Setting

#### ■ Overview of the Transit Zoning Code (SD 84A and SD 84B) Area

This Transit Zoning Code (SD 84A and SD 84B) involves over 100 blocks and approximately 450 acres, and is generally bounded by First Street, Flower Street, Civic Center Drive, Interstate 5 (I-5), and Grand Avenue. As stated in Chapter 2, the Transit Zoning Code (SD 84A and SD 84B) area is nearly entirely built-out and developed with a variety of structures. The Transit Zoning Code (SD 84A and SD 84B) area exhibits a wide range of uses, ranging from intimate, low-density, pre-World War II neighborhoods and local schools, to the County of Orange government seat, which is a major regional employment center containing a wide variety of government buildings ranging in height from one to twenty stories.

Based on the proposed districts of the Transit Zoning Code, the following loosely categorizes the aesthetic character of those districts according to existing uses:

- **Government Center:** One- to twenty-story civic buildings in a setting of superblocks offset by large plazas and parking. Streetscapes are typically wide, in favor of automobiles.
- **Downtown:** One- to six-story civic, residential, and mixed-use buildings in a setting of generally square, 300-foot blocks, with alleys present in many blocks. The area is characterized by its unique historic architecture and its designation as a National Register Historic District. Streetscapes are varied with Fourth Street as the “main street,” historically and today.
- **First Street Corridor:** One- to two-story residential and commercial buildings that ends the downtown on the north and meets the Heninger and Eastside neighborhoods to the south. Streetscapes are generally wide and in favor of automobiles.

- **Lacy Neighborhood:** One- to two-story single-family houses, neighborhood commercial to four-story multi-family buildings with industrial at the east end. Streetscapes are varied and generally supportive of the smaller scale, but in conflict with heavy industrial activity.
- **Logan Neighborhood:** One- to two-story single-family houses, neighborhood commercial and intense industrial operations, particularly outdoor operations. Streetscapes are varied and generally supportive of the scale, but in conflict with heavy industrial activity.
- **Santa Ana Regional Transportation Center (SARTC) and Environs:** Low-scale industrial area with land-intensive activity in proximity to one of the three major transit stations in Southern California.

The Transit Zoning Code (SD 84A and SD 84B) area is accessed by I-5 and by community-wide connectors such as First Street, Civic Center Drive, Santa Ana Boulevard, and by regional connectors such as Flower Street, Broadway, and Main Street.

## ■ Adjacent Land Uses

The Transit Zoning Code (SD 84A and SD 84B) area is located in the eastern portion of the City, surrounded by existing urban development. Adjacent (off-site) uses include the following:

- **North:** Single-family residential, office, and commercial uses, as well as I-5
- **East:** Commercial and residential uses. I-5 is located immediately adjacent to portions of the Specific Plan area
- **South:** Institutional (including educational), commercial, industrial, and residential uses
- **West:** Civic, residential, and commercial uses with open space located further to the west

## ■ Existing Views

### *Existing Viewsheds*

A viewshed is a geographic area composed of land, water, biotic, or cultural elements that may be seen from one or more viewpoints and that has inherent scenic qualities or aesthetic values determined by the individual viewers. The viewsheds associated with the Transit Zoning Code (SD 84A and SD 84B) area are characterized by natural and man-made features. The Santa Ana Mountains are visible from the residential uses and streets, as well as commercial and office uses. The discussion below provides more detailed descriptions of existing views from, of, and through the Transit Zoning Code (SD 84A and SD 84B) area.

### **Views of and within the Transit Zoning Code (SD 84A and SD 84B) Area**

Views of and within the Transit Zoning Code (SD 84A and SD 84B) area are generally limited to immediately adjacent uses/structures. Views to the north, south, east, and west consist of adjacent developed uses of varying scale, including residential, commercial, retail, industrial, institutional, office, and educational uses. Although views looking east from the Transit Zoning Code (SD 84A and SD 84B)

are primarily dominated by I-5 and commercial and office uses, background views of the Santa Ana Mountains can be seen from both the western and eastern boundaries of the Transit Zoning Code (SD 84A and SD 84B) area. Similar to views from within the Transit Zoning Code (SD 84A and SD 84B) area, views of and through the Transit Zoning Code (SD 84A and SD 84B) area are dominated by commercial, industrial, institutional, and office uses.

As mentioned below (in the “Project Impacts and Mitigation” section), First, Fourth, and Main Streets are described in the City’s General Plan—Scenic Corridors Element as both Major City Entries and Primary Street Corridors, which are significant transportation and activity corridors in the City and are accessible from all freeways. As a result, primary views that are analyzed within this section are those of and through the First, Fourth, and Main Street corridors. In addition, background views of the Santa Ana Mountains through these corridors provide additional scenic resources. The locations of key photographic viewpoints of the Transit Zoning Code (SD 84A and SD 84B) area that provide the basis for this analysis are presented in Figure 4.1-1 (Viewpoint Key Map) and shown in Figure 4.1-2 through Figure 4.1-5 (Viewpoints within the Transit Zoning Code [SD 84A and SD 84B]).

### **Views from the Downtown District**

This neighborhood consists of one to six-story civic, residential, and mixed-use buildings in a setting of approximately thirty 300-foot blocks, with alleys present in many blocks. The neighborhood connects the Government Center to the Lacy and French Park neighborhoods to the east. With the exception of a few super blocks and operational modifications such as one-way streets and the lack of on-street parking, the historic street grid is largely intact. Vacant land in the district is limited with redevelopment or rehabilitation of sites and/or existing buildings the primary opportunity for new activity. New buildings in this district are generally up to five stories in height, mixed-use, with housing and/or offices above. In addition, this neighborhood includes numerous historic properties, as designated by the City of Santa Ana and the National Register.

### **Views from the First Street Corridor**

This neighborhood consists of one to two-story residential, industrial, and commercial buildings that ends the Downtown neighborhood on the north, and meets the Heninger and Eastside neighborhoods to the south. Streetscapes are generally wide and in favor of automobiles. The neighborhood is characterized by industrial sheds, outdoor storage, and activity with some recent, tilt-up, single-story industrial buildings.

### **Views from the Lacy Neighborhood**

This neighborhood is predominantly residential with structures ranging from one to two-story single-family houses and neighborhood commercial uses to four-story multi-family buildings with some industrial uses located in the eastern portion of the neighborhood. The neighborhood connects with the Downtown neighborhood to the west and an industrial area to the east, and is characterized by a variety of post World War II, multi-family developments. Two super blocks exist and disrupt the physical connections between the neighborhood and nearby areas. Streetscapes are varied and generally supportive of the smaller scale, but in conflict with heavy industrial activity. Vacant land in the area is

limited, with redevelopment or rehabilitation of sites and/or existing buildings the primary opportunity for new activity. New buildings in this area are up to three-stories, primarily residential with some mixed uses and corridor development along First Street.

### **Views from the Santa Ana Regional Transportation Center (SARTC) and Environs Neighborhood**

This neighborhood consists of low-scale, industrial areas, with land-intensive activity in proximity to one of the three major transit stations in southern California. This neighborhood represents the easternmost area of the Transit Zoning Code (SD 84A and SD 84B). . The neighborhood is characterized by vacant land, industrial sheds, and outdoor storage.

### **■ Artificial Light and Glare**

Since the Transit Zoning Code (SD 84A and SD 84B) area is urban in nature, the existing area consistently generates and is exposed to artificial light. A variety of sources produce artificial light within the Transit Zoning Code (SD 84A and SD 84B) area, including streetlights, automobile headlights, and interior and exterior lighting from commercial and office buildings. These light sources are most noticeable during nighttime hours.

Glare results from sharply reflected light caused by sunlight or artificial light reflecting from highly finished surfaces such as window glass or brightly colored surfaces. Glare is a common phenomenon in the City, mainly due to the high proportion of days per year with direct sunlight and the highly urbanized nature of the area, which provides many reflective surfaces. Glare from very bright artificial surfaces can be considered a nuisance and, under very unusual circumstances, even a hazard.

Major sources of light and glare within the City include light from street and parking lot lights, illuminated signage, headlights from vehicles, security lighting, and indoor lighting. The types of land uses that are typically sensitive to excess light and glare include homes, hospitals, senior housing, and other types of uses where excessive light may disrupt sleep. In addition, excessive light and glare may interfere with the vision of drivers.

### **■ Shade & Shadow**

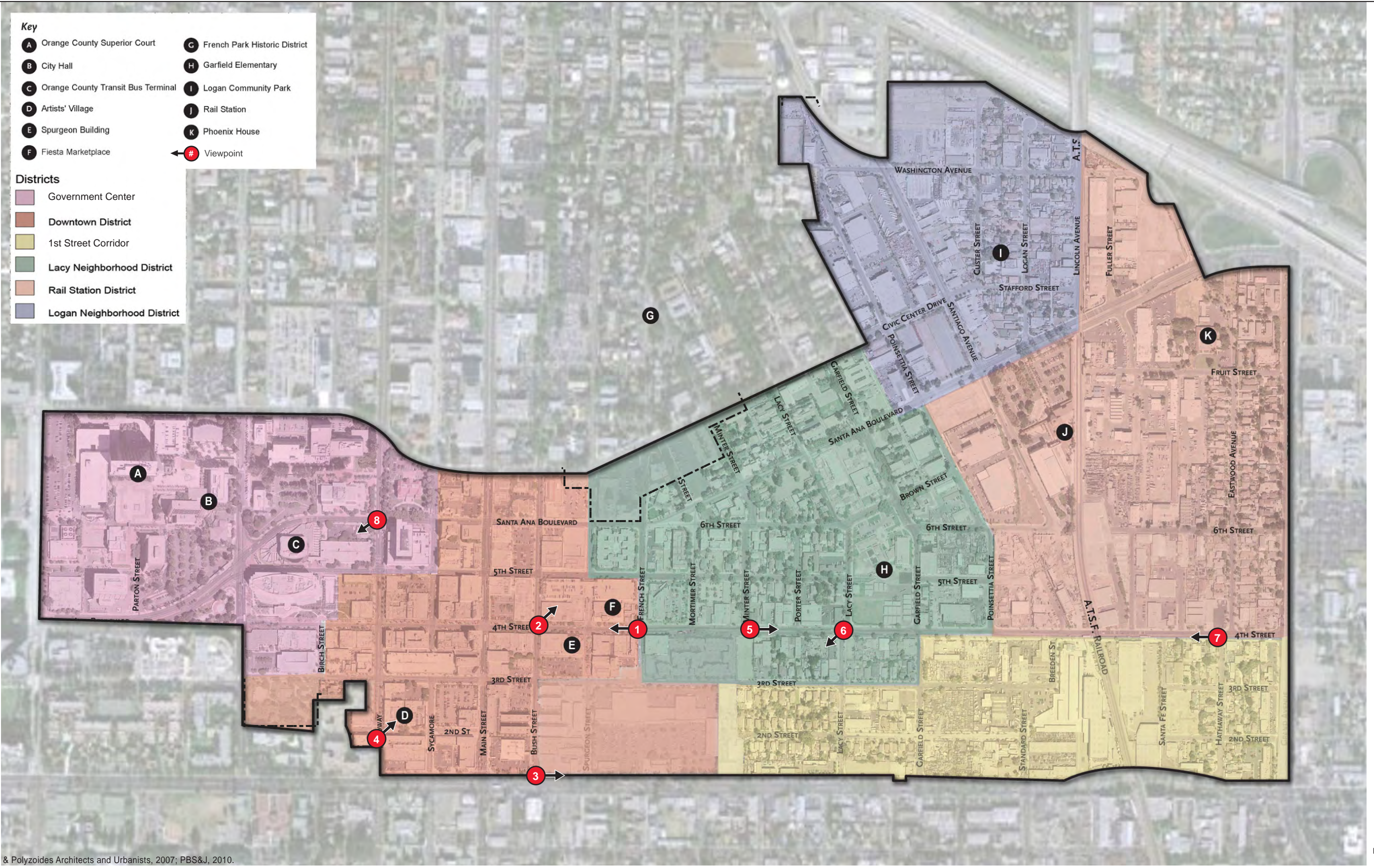
Except for portions of the Government Center and Downtown neighborhoods, the current low- to mid-rise buildings within the Transit Zoning Code (SD 84A and SD 84B) area presently create limited shade and shadow patterns that are contained within a close proximity to each building. In the portions of the Transit Zoning Code area characterized by high-rise structures, such as the federal buildings, shadows cast by existing on-site development are more extensive.

**Key**

<b>A</b> Orange County Superior Court	<b>G</b> French Park Historic District
<b>B</b> City Hall	<b>H</b> Garfield Elementary
<b>C</b> Orange County Transit Bus Terminal	<b>I</b> Logan Community Park
<b>D</b> Artists' Village	<b>J</b> Rail Station
<b>E</b> Spurgeon Building	<b>K</b> Phoenix House
<b>F</b> Fiesta Marketplace	<b>#</b> Viewpoint

**Districts**

- Government Center
- Downtown District
- 1st Street Corridor
- Lacy Neighborhood District
- Rail Station District
- Logan Neighborhood District



Sources: Moule & Polyzoides Architects and Urbanists, 2007; PBS&J, 2010.



FIGURE 4.1-1  
Viewpoint Key Map

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**Viewpoint 1:** Viewing west along Fourth Street from French Street



**Viewpoint 2:** Viewing northeast from the intersection of Fourth Street and Bush Street

Source: PBS&J, 2007.

**FIGURE 4.1-2**  
**Viewpoints 1 and 2 within the Transit Zoning Code (SD 84A and SD 84B) Area**



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City of Santa Ana Transit Zoning Code (SD 84A and SD 84B) EIR







**Viewpoint 3:** Viewing east down First Street from Bush Street



**Viewpoint 4:** Viewing east towards the intersection of Broadway and Second Street

Source: PBS&J, 2007.



**FIGURE 4.1-3**  
**Viewpoints 3 and 4 within the Transit Zoning Code (SD 84A and SD 84B) Area**

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City of Santa Ana Transit Zoning Code (SD 84A and SD 84B) EIR





**Viewpoint 5:** Viewing east on along Fourth Street from Mortimer Street



**Viewpoint 6:** Viewing southwest towards the intersection of Fourth Street and Lacy Street

Source: PBS&J, 2007.



**FIGURE 4.1-4**  
**Viewpoints 5 and 6 within the Transit Zoning Code (SD 84A and SD 84B) Area**

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City of Santa Ana Transit Zoning Code (SD 84A and SD 84B) EIR





**Viewpoint 7:** Viewing west along Fourth Street from Eastwood Avenue



**Viewpoint 8:** Viewing southwest from the intersection of Broadway and Santa Ana Boulevard

Source: PBS&J, 2007.



**FIGURE 4.1-5**  
**Viewpoints 7 and 8 within the Transit Zoning Code (SD 84A and SD 84B) Area**

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City of Santa Ana Transit Zoning Code (SD 84A and SD 84B) EIR



## 4.1.2 Regulatory Framework

### ■ Federal

No existing federal regulations pertain to the visual resources within the Transit Zoning Code (SD 84A and SD 84B) area.

### ■ State

No existing State of California (State) regulations pertain to the visual resources within the Transit Zoning Code (SD 84A and SD 84B) area.

### ■ Local

Three elements of the City's General Plan (Land Use, Urban Design, and Scenic Corridors Elements) contain policies directly related to visual resources that would apply to the Transit Zoning Code (SD 84A and SD 84B).. These elements and their respective policies, as well as the project's consistency with these policies, are identified below.

#### ***City of Santa Ana General Plan—Land Use Element***

The Land Use Element of the City's General Plan serves as a long-range guide for land use and development in the City. This element indicates the type, location, and intensity of development and land uses permitted in the City. The primary objective of the element is to assist in the management of future growth, to improve the overall physical appearance, to minimize potential land use conflicts, and to facilitate growth and development reflecting the community's vision. The following policies are directly applicable to aesthetics/visual resources for the Transit Zoning Code (SD 84A and SD 84B):

- |                    |   |
|--------------------|---|
| <b>Policy 1.9</b>  | Coordinate street and parkway designs that are attractive, functional, and compatible with on-site or adjacent development.   |
| <b>Policy 1.10</b> | Encourage the location of commercial centers at arterial roadway intersections in commercial districts.   |
| <b>Policy 2.10</b> | Support new development which is harmonious in scale and character with existing development in the area.   |
| <b>Policy 3.1</b>  | Support development that provides a positive contribution to the neighborhood character and identity.   |
| <b>Policy 3.4</b>  | Continue proactive code enforcement programs and activities.  |
| <b>Policy 3.5</b>  | Encourage new development and/or additions to existing development that is compatible in scale and consistent with the architectural style and character of the neighborhood. |

- Policy 5.2** Protect the community from incompatible land uses.
- Policy 5.5** Encourage development which is compatible with, and supportive of surrounding land uses.

### ***City of Santa Ana General Plan—Urban Design Element***

The Urban Design Element of the City’s General Plan establishes a long-range vision regarding the City’s urban form, in order to orchestrate a safe, functional, and aesthetically pleasing urban environment. This element aims to curtail obsolete, dysfunctional, and chaotic development. Specifically, this element addresses outdoor space and building form, and establishes programs and measures to improve the physical setting in which community life takes place. The following policies are directly applicable to aesthetics/visual resources for the Transit Zoning Code (SD 84A and SD 84B):

- Policy 1.1** New development and redevelopment projects must have the highest quality design, materials, finishes, and construction.
- Policy 1.4** Development and other design features that prevent loitering, vandalism, graffiti, and visual deprivation, are to be included in all projects.
- Policy 2.2** New development must be consistent with the scale, bulk, and pattern of existing development.
- Policy 2.11** New developments must re-enforce, or help establish district character.
- Policy 2.12** Development and subdivision patterns are to be compatible with existing patterns of development in and around districts and neighborhoods, and provide a smooth transition along designated edges.
- Policy 3.3** Enhanced streetscapes, architectural themes, and landscaping are to be provided to visually strengthen the path and enhance adjacent development.
- Policy 3.12** Scenic, historic, and attractive views along paths are to be preserved.
- Policy 3.13** Maximize and coordinate resources to improve visual impact at key locations.
- Policy 4.3** Architectural and landscape design should use public open space as a means to enhance the aesthetic quality of the development and conduct to community activities.
- Policy 6.1** The design of development should frame and enhance landmarks, natural features, and view corridors.
- Policy 7.1** Gateways must be developed at strategically designated locations to communicate a sense of arrival and positive image of the City.



- Policy 7.2** Gateways to Santa Ana must include unique and distinctive streetscape and development design.
- Policy 7.4** Imaginative and distinctive features, such as entry monuments, public art, decorative landscape, directional signs, landscape statements, and architectural elements that project a positive image and community character are to be used at City gateways.

### ***City of Santa Ana General Plan—Scenic Corridors Element***

The Scenic Corridors Element of the General Plan is designed to identify the City’s scenic corridors, and thereby to designate them for special treatment and improvements. No Orange County (County) or State-designated scenic highways run through the City; however, a number of major transportation system and open space systems are of regional significance, in that many residents of the County form their image of the City from their travels along these corridors. The following policies are related to aesthetics/visual resources for the Transit Zoning Code (SD 84A and SD 84B).

- Objective 1.1** Improve and develop the public portions of streetscapes in a comprehensive manner.
- Objective 1.3** Encourage improvement and maintenance of private properties along scenic corridors.
- Objective 2.3** Enhance the attractiveness of neighborhoods, neighborhood edges, and other Framework Plan components.

### **Consistency Analysis**

The Transit Zoning Code (SD 84A and SD 84B) is intended to facilitate a well-designed mix of development/redevelopment projects that combine residential and non-residential uses through innovative and flexible design solutions. As shown above, the General Plan states that scenic views should be preserved and new development should be designed to frame natural features and view corridors. The Transit Zoning Code (SD 84A and SD 84B) is designed to be consistent with policies contained in the General Plan, including those related to visual resources. The Transit Zoning Code (SD 84A and SD 84B) is designed to permit development of vacant and underutilized lands within the different neighborhoods to create an environment that would be neighborhood serving, and to increase the visual quality of the Transit Zoning Code (SD 84A and SD 84B) area, and surrounding neighborhoods. Additionally, the City would provide design review on a project-level basis, which would consider architectural and aesthetic quality and compatibility with existing structures. Because the overall project is designed to enhance and promote the aesthetic quality of the Transit Zoning Code (SD 84A and SD 84B) area, implementation of the proposed project would not conflict with the identified policies.

### 4.1.3 Project Impacts and Mitigation

#### ■ Analytic Method

This analysis of aesthetic/visual resource impacts focuses on the nature and magnitude of changes in the visual character of the Transit Zoning Code (SD 84A and SD 84B) area due to the proposed project, including the visual compatibility of future permitted land uses and adjacent uses, vantage points where visual changes could be evident, and the introduction of sources of light and glare. Site visits by PBS&J staff documented the existing visual character and context of the Transit Zoning Code (SD 84A and SD 84B) area.

The basic unit of analysis of aesthetics and visual quality impacts in this EIR is the individual viewshed; the analysis focuses primarily on comparing the existing visual characteristics of a particular viewshed, the program elements that would be introduced into the viewshed, and the potential blockage by these structures of significant viewsheds. In addition, the structures' effect on the visual character of the Transit Zoning Code (SD 84A and SD 84B) area and immediate surroundings in terms of the compatibility of height, mass, and form with respect to structures in and adjacent to the Transit Zoning Code (SD 84A and SD 84B) area is also evaluated. A significant impact would occur where the Transit Zoning Code (SD 84A and SD 84B) would introduce structures or elements that would be inconsistent with existing patterns of development, thereby degrading the visual character or quality of the Transit Zoning Code (SD 84A and SD 84B) area, or creating substantial sources of light or glare, or where documented and important scenic resources or scenic vistas would be damaged or destroyed. Vantage points and associated view corridors were chosen for analysis based on views considered significant in the City's General Plan—Scenic Corridors Element, in consideration of significant public views that could be affected by the Transit Zoning Code (SD 84A and SD 84B) . Significant impacts to views would occur where documented and important scenic resources or scenic vistas would be damaged or destroyed by the introduction of new structures.

Light and glare are considered for the Transit Zoning Code (SD 84A and SD 84B) as a whole. The primary sources would be exterior lighting associated with the commercial and residential development, as well as security lighting in the parking areas. The primary new source of glare would be the surfaces of proposed structures. A significant impact would occur where projects constructed pursuant to the standards of the Transit Zoning Code (SD 84A and SD 84B) would create a new, substantial source of light or glare.

#### ■ Thresholds of Significance

The following thresholds of significance are based on Appendix G of the 2007 CEQA Guidelines. For purposes of this EIR, implementation of the Transit Zoning Code (SD 84A and SD 84B) may have a significant adverse impact on aesthetics/visual resources if it would result in any of the following:

- Have a substantial adverse effect on a scenic vista
- Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway

- Substantially degrade the existing visual character or quality of the site and its surroundings
- Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area

Additionally, the City uses the following criterion to measure shade and shadow impacts:

- A project would be considered to create significant shade/shadow impacts if shade/shadow from the project results in a substantial loss of sunlight in a residential area or other sensitive receptor. Other sensitive receptors would include schools and parks.

### ■ Effects Found to Have No Impact

Threshold	Would the project substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a State scenic highway?
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The City does not have any State- or County-designated scenic highways. Nor are there any State- or County-designated scenic highways located nearby. Within the Transit Zoning Code (SD 84A and SD 84B) area, the City has designated First, Fourth, and Main Streets as both Major City Entries and Primary Street Corridors, with Seventeenth and Bristol Streets having both been designated as Secondary Street Corridors. Impacts to these scenic resources are addressed below, in Impact 4.1-1. Consequently, implementation of the Transit Zoning Code (SD 84A and SD 84B) would not substantially damage scenic resources within a State scenic highway, and no further analysis is necessary in this EIR.

### ■ Effects Found to Be Less Than Significant

Threshold	Would the project have a substantial adverse effect on a scenic vista?
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**Impact 4.1-1      The potential mix of development/redevelopment projects that combine residential and non-residential uses within the Transit Zoning Code (SD 84A and SD 84B) area would not cause an obstruction of significant public views or vistas. This would be a *less-than-significant* impact.**

For purposes of this analysis, “scenic resources” can include natural open spaces, topographic formations, and landscapes. Many people associate natural landforms and landscapes with scenic resources, such as oak woodlands, lakes, rivers, streams, and some historical areas. Scenic resources can also include urban open spaces and the built environment. Examples of these would include parks, trails, pathways, nature centers, archaeological, historical resources, and architectural features. With respect to the Transit Zoning Code (SD 84A and SD 84B) area, First, Fourth, and Main Streets qualify as scenic resources under this definition due to their local designation as Major City Entries within the Scenic Corridors Element of the City’s General Plan.

The Transit Zoning Code (SD 84A and SD 84B) would guide the future development and improvements within the project area through implementation of the associated development standards. Development under the proposed Transit Zoning Code (SD 84A and SD 84B) would introduce development forms

and uses that will allow new in-fill development and adaptive re-use that respects and strengthens the existing built form of the area. The majority of the Transit Zoning Code (SD 84A and SD 84B) area is currently developed; however, the proposed project would establish the framework for new development in the area through the re-use of existing buildings. Implementation of the proposed project would create development standards such that the physical design of the proposed uses would enhance the visual character and quality of the area.

The proposed Transit Zoning Code (SD 84A and SD 84B) is divided into nine zones: Transit Village (TV) Zone, Government Center (GCD) District, Downtown (DT) Zone, Urban Center (UC) Zone, Corridor (CDR) Zone, Urban Neighborhood 2 (UN-2) Zone, Urban Neighborhood 1 (UN-1) Zone, Manufacturing Overlay (MO) Zone and Open Space (OS) Zone. These nine zones would contain varying mixtures of building heights and aesthetic characteristics in the heavily traveled eastern entryway of the City. Future development within the Transit Zoning Code (SD 84A and SD 84B) area would provide an effective new gateway into the City. The standards requiring varying heights and massing of new buildings would provide a distinctive skyline with planar changes that would create visual interest in the area. The inclusion of ground-floor commercial space at strategic locations, as well as a highly integrated pedestrian/transit system throughout the Transit Zoning Code (SD 84A and SD 84B) area would also create an internal physical and visual connection for pedestrians and travelers with adjacent mixed-use buildings, where one does not currently exist.

Presently, existing views of the Transit Zoning Code (SD 84A and SD 84B) area are primarily available from adjacent commercial and office uses, as well as from portions of First, Fourth, and Main Streets, and I-5. Limited views of the Transit Zoning Code (SD 84A and SD 84B) area are available from the residential uses to the north, south, and west. The existing views of the area could be significantly altered with the introduction of revitalization development. Views of the Transit Zoning Code (SD 84A and SD 84B) area from First, Fourth, and Main Streets and I-5 would be most significantly altered, as the Transit Zoning Code (SD 84A and SD 84B) area as a whole is most visible when traveling along these routes.

Sensitive receptors located in and near the Transit Zoning Code (SD 84A and SD 84B) area includes residential uses within the Downtown, First Street Corridor, Lacy and Logan neighborhoods, and residential neighborhoods bordering the Transit Zoning Code (SD 84A and SD 84B) area to the north, south, and west. Under the Transit Zoning Code (SD 84A and SD 84B), development that would occur would reflect the relationship to the adjacent residential uses. Specifically, while the western portion of the Transit Zoning Code (SD 84A and SD 84B) would remain largely unchanged, except for the addition of streetscapes, the northern and southern portions of the Transit Zoning Code (SD 84A and SD 84B) area would seek to preserve the historic element that these areas possess. Mixed residential/commercial and live/work uses are also planned for these areas, providing for an ease in transition and buffer from residential, to more retail/commercial uses. New development in this area would be designed to provide an appropriate interface with high levels of landscaping and design features that minimize impacts to adjacent residential uses.

Although future development would incorporate a range of architectural styles, building heights, and massing, new projects constructed pursuant to the Transit Zoning Code (SD 84A and SD 84B) would

provide a visual entryway to the City from multiple locations, including along First, Fourth, and Main Streets, as well as from the I-5 freeway. Specifically, a new skyline of varying building forms and heights could be created along these major thoroughfares by new development, and would not degrade views from adjacent roadways or uses. The design and development standards contained within the Transit Zoning Code (SD 84A and SD 84B), are intended to create a unified identity within the area, with buildings that are compatible in scale, design, character, quality, and style. While some portions of the Transit Zoning Code (SD 84A and SD 84B) area are more visually prominent than others due to location of streets and existing view corridors, design and development standards contained within the Transit Zoning Code (SD 84A and SD 84B) would ensure that each future development project includes appropriate site planning, unique architecture, high-quality building materials, extensive indoor and outdoor amenities and first-rate public improvements. Essentially, the Transit Zoning Code (SD 84A and SD 84B) would ensure that form, height, and treatment of buildings would reinforce the prominence and role of major urban spaces and streets.

The addition of open space, and landscape and streetscape improvements throughout the Transit Zoning Code (SD 84A and SD 84B) area would also improve the aesthetics of the overall area and create a pedestrian-friendly environment that could include widened sidewalks, bike paths, street trees, and street furniture. Thus, the Transit Zoning Code (SD 84A and SD 84B) would provide the area with a set of improvement and development standards that enhance the current level of aesthetics associated with the area. Upon its adoption, future development in the Transit Zoning Code (SD 84A and SD 84B) area would be guided by and be in conformance with the development standards of the proposed Transit Zoning Code (SD 84A and SD 84B), which would result in new buildings with common architectural design and that would be compatible in scale, mass, and density.

Although long-term visual characteristics of the Transit Zoning Code (SD 84A and SD 84B) area would be altered with development under the Transit Zoning Code (SD 84A and SD 84B) standards, it would visually enhance the area and provide the City with a distinctive entryway identity. The proposed project would also contains standards for pedestrian/roadway design that provides standards for contiguous landscaped pedestrian areas throughout the Transit Zoning Code (SD 84A and SD 84B) area in order to promote active street life. Thus, although views of the Transit Zoning Code (SD 84A and SD 84B) area would be modified, the proposed project would not degrade the existing visual character or quality of the Transit Zoning Code (SD 84A and SD 84B) area and its surroundings. Rather, development under the Transit Zoning Code (SD 84A and SD 84B) would contribute to the image of, and add to the aesthetic quality of the City. As such, development under the proposed project would not degrade the existing visual quality of the area or obstruct key existing views and/or vistas in the vicinity. This impact is considered *less than significant*.

Threshold	Would the project substantially degrade the existing visual character or quality of the site and its surroundings?
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**Impact 4.1-2**      **Long-term cumulative development within the project area, along with associated infrastructure improvements would alter the existing visual character or quality of the Transit Zoning Code (SD 84A and SD 84B) area. This is considered a *less-than-significant* impact.**

### **Short-Term Construction Impacts**

Visual impacts associated with any construction activities resulting from the proposed development or individual projects that might be constructed over time would include exposed pads and staging areas for grading, excavation, and construction equipment. In addition, temporary structures could be located in the Transit Zoning Code (SD 84A and SD 84B) area during various stages of demolition or construction, within materials storage areas, or associated with construction debris piles on site and off site. Also, exposed trenches, roadway bedding (soil and gravel), spoils/debris piles, and possibly steel plates would be visible for utilities infrastructure improvements, as well as for roadway improvements. Due to the built-out nature of the project area, future development projects would most likely be individual locations on previously developed sites, which would not necessitate mass grading over large undeveloped areas.

Although these activities would take place primarily within the Transit Zoning Code (SD 84A and SD 84B) area, these visual impacts could affect surrounding land uses to the north, south, and east. Automobiles traveling along I-5 freeway could have short-term views of the Transit Zoning Code (SD 84A and SD 84B) area during construction activities. In addition, motorists and pedestrians in the vicinity of intersections at which roadway improvements would occur would have views of construction associated with project improvements; however, these visual conditions would be temporary visual distractions typically associated with construction activities and commonly encountered in developed areas. In addition, the City’s building code requires screening and pedestrian protection for sidewalks during construction activities. Therefore, this short-term impact would be considered *less than significant*.

### **Operation**

The proposed Transit Zoning Code (SD 84A and SD 84B) would allow the construction of 220 housing units, which includes an affordable component, as well as create zoning to allow for the development of high-quality mixed-use, transit-supportive projects consisting of residential, office, commercial, industrial, open space, and entertainment uses within a community of street and sidewalk-facing buildings on urban blocks separated by streets, sidewalks, pedestrian paseos, and courtyards. A variety of massing and forms would be encouraged to introduce variety at the ground plane and skyline of the Transit Zoning Code (SD 84A and SD 84B) area and to ensure that new development strengthens and enhances existing neighborhoods

The Transit Zoning Code (SD 84A and SD 84B) would work to reinforce the existing scale of development, transitioning from the high-rise buildings within the Government Center east, to

Downtown, and then on to the low- to mid-rise residential neighborhoods of Lacy Neighborhood, First Street Corridor, and Logan Neighborhood. Development on sites throughout the Transit Zoning Code (SD 84A and SD 84B) area would encourage connections and linkages to other sites in the area and surrounding community amenities, while individual building typologies and unit designs would facilitate pedestrian activity and visual connectivity with surrounding development through active sidewalks. To establish interaction between the properties and reinforce the long-term development of the Specific Plan area as pedestrian friendly, streetscapes utilizing a large variety of trees, as well as open/joint-use space, is planned. To further establish human scale and interest and a sense of urban variety and liveliness, architectural diversity with regard to unit types, building types, massing, forms and styles would be strongly encouraged.

The incorporation of new landscaping and streetscape within the Transit Zoning Code (SD 84A and SD 84B) area would provide an additional visual improvement to the City. New landscaping would occur as new developments are implemented throughout the Transit Zoning Code (SD 84A and SD 84B) area, and serve to soften and buffer views of the proposed structures. New landscaping features would include potted plants, mature trees, turf surfaces, outdoor furniture, decorative lighting, and other amenities intended to add variety and contribute to a sense of human scale. Other design guidelines and requirements in the Transit Zoning Code (SD 84A and SD 84B) area will help ensure maximum compatibility of design, minimization of light and glare, promote pedestrian-friendly entries and uses, and promote the use of compatible exterior materials. In general, the new development projects that could be constructed would serve to improve the aesthetic character of the Transit Zoning Code (SD 84A and SD 84B) area given the architectural design and development standards required for the new developments, the use of design elements, such as landscaped view corridors, and walkways; and the new landscape requirements. Additionally, supporting infrastructure, such as telecommunications equipment and utility lines, will be appropriately screened from view or placed underground.

In general, implementation of the proposed Transit Zoning Code (SD 84A and SD 84B) would enhance the visual character of the area through the design and development standards described above. Although future development could result in taller buildings in certain neighborhoods compared to existing uses, the overall changes that are proposed would be designed to create visually attractive and compatible uses. Additionally, future development would be required to adhere to policies identified in the City's General Plan Elements, as identified in the Regulatory Framework. Consequently, future development under the Transit Zoning Code (SD 84A and SD 84B) would improve the existing visual character, and this impact would be *less than significant*.

Threshold	Would the project create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?
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**Impact 4.1-3**      **Long-term cumulative development occurring pursuant to the Transit Zoning Code, and associated infrastructure improvements could result in new sources of increased daytime glare. This is considered a potentially significant impact; however, implementation of Mitigation Measure 4.1-1 would reduce impacts to a *less-than-significant* level.**

Development under the Transit Zoning Code (SD 84A and SD 84B) would create new sources of light and glare in the Transit Zoning Code (SD 84A and SD 84B) area. The Transit Zoning Code (SD 84A and SD 84B) would result in greater intensity and density of development over that which exists, resulting in a greater potential for light and glare impacts. Artificial lighting would accompany all new development, including exterior lighting for parking lots, signs, walkways, and interior lighting which could be visible outside. Thus, some areas may experience an increase in lighting with future development. High-intensity structures would also cause spillover light to adjacent lots. Glare from reflective surfaces would occur with developments that use mirrors, bright lights, and other reflective surfaces for building façades.

Generally, light poles and exterior lighting which spill over to adjacent properties may be considered adverse if these properties are considered light-sensitive uses, such as residential homes, hospitals, or nursing homes. In addition, driveway design, which directs vehicle headlights into sensitive land uses, could have adverse impacts. The use of reflective surfaces and facades on buildings could also create glare impacts on motorists driving along the surrounding streets. Avoidance of these design features would help to reduce adverse light and glare impacts.

Glare may be produced by the increased amount of surface area of the proposed commercial and retail structures associated with the Transit Zoning Code (SD 84A and SD 84B) , which could reflect or concentrate sunlight and result in a potentially significant impact; however, implementation of design features required by mitigation measure MM4.1-1, including the use of non-reflective textured surfaces on building exteriors, as well as avoidance of the use of reflective glass, would reduce impacts to off-site uses resulting from daytime glare from new development:

*MM4.1-1      Proposed new structures shall be designed to maximize the use of textured or other non-reflective exterior surfaces and non-reflective glass. Building materials shall be reviewed by the City of Santa Ana prior to issuance of building permits for each project.*

Implementation of mitigation measure MM4.1-1 would reduce impacts from daytime glare to a ***less-than-significant*** level by eliminating or minimizing increased glare by the use of non-reflective glass and non-reflective textured surfaces in future development.



**Impact 4.1-4** Long-term cumulative development occurring pursuant to the Transit Zoning Code would result in new sources of spillover light. This is considered a potentially significant impact; however, implementation of mitigation measures MM4.1-2 and MM4.1-3 would reduce this impact to a *less-than-significant* level.

### ***Ambient Nighttime Light***

The development of the proposed 220 housing units, as well as new projects within the Transit Zoning Code (SD 84A and SD 84B) would result in the redevelopment, intensification, and reuse of existing office or commercial uses, as well as development of limited vacant parcels. Nighttime lighting would be included in future project development in a variety of forms including: security lighting; street and parking area lighting; interior lighting for commercial, retail stores/restaurants and residential uses; as well as increased vehicle headlights due to the intensified uses in the Transit Zoning Code (SD 84A and SD 84B) area. It should be noted that no high-intensity lighting (e.g., sports field lighting) is currently anticipated within the Transit Zoning Code (SD 84A and SD 84B) area. Due to the urbanized nature of the surrounding area, a significant amount of ambient nighttime light currently exists, reducing the views of stars and affecting views of the nighttime sky. Thus, the increase in nighttime light that could occur under the Transit Zoning Code (SD 84A and SD 84B) would not significantly affect nighttime views of the sky (ability to see stars), because such views are already limited in city settings. Therefore, impacts to ambient nighttime light would be *less than significant*.

### ***Spillover Light***

Redevelopment, intensification, and reuse of existing office or commercial uses, as well as development of limited vacant parcels in the Transit Zoning Code (SD 84A and SD 84B) area would introduce new and potentially substantial sources of nighttime lighting. In addition, security and safety lighting would be provided in parking areas, service passages, and common areas utilized by employees and visitors during and after commercial operating hours.

This potential increase in the Transit Zoning Code (SD 84A and SD 84B) area lighting could potentially affect adjacent uses if new buildings were developed next to existing sensitive uses (i.e., residential uses) that presently do not experience impacts from existing lighting sources, or if tall buildings included significant neon lighting or lighted signs.

The Transit Zoning Code (SD 84A and SD 84B) area would provide outdoor lighting standards that aim to prevent impacts on surrounding residential uses. Although the Transit Zoning Code (SD 84A and SD 84B) area would provide outdoor light standards, future development could create light pollution disturbances which do not presently exist. Depending on the location and design specifications of lighting on future buildings, lighting could present a potentially significant impact. Implementation of mitigation measures MM4.1-2 and MM4.1-3 would be required:

*MM4.1-2 All exterior lighting and advertising (including signage) shall be directed onto the specific location intended for illumination (e.g., parking lots, driveways, and walkways) and shielded away from adjacent properties and public rights-of-way to minimize light spillover onto adjacent areas.*

MM4.1-3

*Prior to issuance of a building permit for a specific development project, the applicant shall submit a lighting plan to the City for review and approval. The plan shall specify the lighting type and placement to ensure that the effects of security and other outdoor lighting are minimized on adjacent uses and do not create spillover effects. The plan shall specifically incorporate the following design features:*

- *All projects shall incorporate project design features to shield light and/or glare from vehicles entering or exiting parking lots and structures that face sensitive uses (e.g., schools, hospitals, senior housing, or other residential properties) by providing barriers so that light from vehicle headlights would not illuminate off-site sensitive uses.*
- *All projects shall incorporate project design features to provide landscaping, physical barriers, screening, or other buffers to minimize project-generated illumination from entering off-site areas and to prevent glare or interference with vehicular traffic, in accordance with the City's Municipal Code.*

Implementation of mitigation measures MM4.1-2 and MM4.1-3 would reduce potential lighting impacts to a **less-than-significant** level to surrounding areas through appropriate site design and configuration. Review and approval of the proposed lighting plan by the City would ensure that spillover lighting would be minimized so as not to create light pollution disturbances to adjacent uses.

## ■ Effects Found to Be Significant

Threshold

Would the project result in a substantial increase in shade/shadows over uses located off the site that are sensitive to shadow, such as residences, school playgrounds, parks, etc.

Impact 4.1-5

**Long-term cumulative development occurring pursuant to the Transit Zoning Code (SD 84A and SD 84B) could result in a substantial increase in shade/shadows over sensitive uses. This is considered a potentially significant impact; as no feasible mitigation measures are available, this impact would be considered *significant and unavoidable*.**

The current low- to mid-rise buildings within the Transit Zoning Code (SD 84A and SD 84B) area create limited shade and shadow patterns that are contained within a close proximity to each low- to mid-rise building. Future development of new multi-story buildings in the Transit Zoning Code (SD 84A and SD 84B) area may create new sources of shading that could impact shadow-sensitive uses in the vicinities of the new development sites. For the purposes of analyzing shade/shadow impacts, a significant impact would occur when shadow-sensitive uses (residential structures, schools, churches, parks, etc.) would be shaded by a project-related structure for more than three hours between the hours of 9:00 A.M. and 3:00 P.M. Pacific Standard Time (PST) (between late October and early April), or for more than four hours between the hours of 9:00 A.M. and 5:00 P.M. PST (between early April and late October). It should also be noted that, in general, shadows extend in a northwesterly to northeasterly clockwise direction as a day progresses. Due to the programmatic nature of this EIR, specific project-level design plans (including building heights, positioning, and dimensions) are not available at this time, and a site-specific assessment of shade and shadow impacts of proposed development under the Transit Zoning Code (SD 84A and SD 84B) is not possible. The exception to this is the proposed development of the Agency properties.

The Developer proposal includes a variety of building types spread out over multiple parcels. The buildings range in height with none exceeding 60 feet in height. This is consistent with the surrounding development pattern and would not result in significant shade/shadow impacts. In the future, when specific development projects are proposed within the Transit Zoning Code (SD 84A and SD 84B) area and due to the fact that the majority of development within the Transit Zoning Code (SD 84A and SD 84B) area is approximately two to four stories in height, the following mitigation measure would be implemented for any structure that would exceed four stories in height:

*MM4.1-4 For any proposed structure that would exceed four stories in height, applicants shall submit a site-specific shade/shadow report with renderings representing the level of shade/shadows associated with the proposed development at the following times: 9:00 A.M., 12:00 P.M., 3:00 P.M. PST for the both the winter and summer solstices. An additional rendering for the 5:00 P.M. PST time period shall be prepared for the summer solstice period. Typically, a variety of criteria are used to determine the significance of a shadow impact, including the following:*

- *Affected land use (criticality of direct sunlight for the use)*
- *Duration (hours per day in shadow)*
- *Time of day (critical time period for direct sunlight)*
- *Season (time of year use would be shadowed)*
- *Extent (percentage of use that would be shadowed)*
- *Preexisting condition (shadow condition due to existing buildings, landscaping, or other features)*
- *Type (solid or dappled shadow)*

*The report shall include any feasible design considerations that would reduce the extent of shadows cast by a proposed structure. The analysis and the project design plans shall be forwarded to the Planning and Building Agency for review and approval.*

However, even with inclusion of the above mitigation measure, it is reasonable to conclude at this level of analysis that new sources of increased shade would likely result from new development under the proposed Transit Zoning Code (SD 84A and SD 84B). In particular, should a twenty-story structure be constructed in the Transit Village (TV) Zone, the residences located to the west, north, and east could be impacted by the shadows cast by such a structure in excess of the three hours during the winter solstice and/or the four hours during the summer solstice as described above. Since there is typically no feasible mitigation available other than alteration of project design or relocation of uses to reduce to a level of less than significant or eliminate shading impacts, this impact is considered ***significant and unavoidable***.

#### 4.1.4 Cumulative Impacts

The geographic context for this analysis of cumulative aesthetic/visual resource impacts includes areas with views of the Transit Zoning Code (SD 84A and SD 84B) area, within a 1.5-mile radius. This analysis accounts for all anticipated cumulative growth within this geographic area, as represented by full implementation of the City's General Plan Framework (see Section 4.7 [Land Use and Planning] for definition and discussion) and development of the related projects provided in Table 3-3 in Chapter 3.0 (Project Description).

Views of scenic resources and corridors are protected from adverse impact by City ordinances, the CEQA review process, and through the application of guidelines for the preservation of visual integrity contained in planning documents such as the General Plan Framework. Within the surrounding area, the major scenic resources (as analyzed in this document) including the First, Fourth, and Main Street scenic corridors, which are identified as both Major City Entries and Primary Street Corridors. As discussed above under Impact 4.1-1, although future development in the Transit Zoning Code (SD 84A and SD 84B) would alter the First, Fourth, and Main Street scenic corridors, changes to the scenic vistas would not be adverse; rather, development/redevelopment of vacant/underutilized lands and architectural, landscaping, streetscape elements would enhance the aesthetic quality of these corridors and would provide the City with distinctive identity features that do not presently exist. Therefore, existing views of the corridors would remain and would not be adversely affected. As a result, the contribution of the Transit Zoning Code (SD 84A and SD 84B) to impacts on views of scenic corridors is not cumulatively considerable. This is considered to be a *less-than-significant* impact.

Because the City is an urban, developed area, it is anticipated that any future projects would generally be consistent with the community design pattern established in the General Plan. In addition, future development will continue to be guided by the General Plan and Zoning Code and would be subject to review, which would consider the types and placement of planned development throughout the City. Consequently, changes in land use that would substantially degrade the visual characteristics of the surrounding area would generally not be permitted to occur under the General Plan or CEQA review, thereby protecting the visual character of these areas. The Transit Zoning Code (SD 84A and SD 84B) ensures that development occurs consistent with its surroundings, in terms of design, massing, and building heights. Additional development within the surrounding area would constitute further intensification of an already urban and largely built-out area and would generally occur through infill development. Therefore, cumulative development would not be expected to result in substantial degradation of the visual quality of the area. As such, because the overall Transit Zoning Code (SD 84A and SD 84B) would not degrade the existing visual quality of the area, the proposed project would not have cumulatively considerable contributions to this impact. Consequently, the cumulative change in the visual character of the areas surrounding the Specific Plan area would be *less than significant*.

The City is nearly built out and contains numerous existing sources of daytime glare and nighttime lighting. The geographic context for both issue areas (e.g., glare and lighting) is site-specific and includes the areas adjacent to the Transit Zoning Code (SD 84A and SD 84B) area, including projects implemented under buildout of the General Plan and those cumulative projects identified in Table 3-3 with views of the Transit Zoning Code (SD 84A and SD 84B) area. Cumulative development within the surrounding areas could result in some increase in daytime glare, as specific building materials and configurations are uncertain; however, these potential increases are likely to be minor and consistent with the existing built environment due to limited development potential and existing City regulations. Consequently, cumulative daytime glare within the surrounding area would be less than significant. As implementation of the Transit Zoning Code (SD 84A and SD 84B) would not, after mitigation, result in a significant daytime glare impact, the proposed project would not result in a cumulatively considerable contribution to this impact. Therefore, cumulative impacts associated with daytime glare would not be cumulatively considerable and would be *less than significant*.

The City is urbanized, and contains numerous existing sources of nighttime lighting. As discussed above, additional development within the areas surrounding the Transit Zoning Code (SD 84A and SD 84B) area would constitute further intensification of an already urban and nearly built-out area, and would generally occur through redevelopment or infill development. Although cumulative new development or redevelopment could include direct illumination of project structures, features, and/or walkways, the increase in ambient nighttime lighting levels in these areas would only raise minimally because a significant amount of ambient lighting currently exists due to the urbanized nature of the City as a whole. Thus, increases in nighttime lighting that would occur under cumulative development would not significantly affect nighttime views of the sky because such views are already limited. Because nighttime views of the sky are already limited due to the urbanized nature of the City, cumulative development within the areas surrounding the Transit Zoning Code (SD 84A and SD 84B) area, in combination with development under the proposed project, is not anticipated to result in the creation of new sources of light that could negatively affect nighttime views. The proposed project would not result in a cumulatively considerable contribution to this impact. Therefore, cumulative impacts associated with ambient nighttime lighting would be considered *less than significant*.

The cumulative context for spillover light would be other development that could add to the spillover light effects of the proposed project on properties in the adjacent residential neighborhoods. Spillover light is a site-specific effect that could only be added to by other projects in the immediate vicinity of the affected property. There are no other known projects along the boundaries of the existing residential uses. The proposed project would not result in a cumulatively considerable contribution to this impact. Therefore, cumulative impacts associated with spillover lighting would be considered *less than significant*.

As noted in the discussion for Impact 4.1-5 above, new sources of increased shade would likely result from new development under the proposed Transit Zoning Code (SD 84A and SD 84B). Since there is typically no feasible mitigation available to reduce to less than significant or eliminate shading impacts, significant and unavoidable shading impacts would result from the proposed Transit Zoning Code (SD 84A and SD 84B). Cumulative development of additional medium- and high-rise buildings would lead to additional shade impacts to various shade-sensitive uses throughout the City. Therefore, cumulative shading impacts are considered *significant and unavoidable*, and the future projects in the Transit Village (TV) and Downtown (DT) Zones constructed pursuant to the Transit Zoning Code would make a considerable contribution to this significant cumulative impact.

### 4.1.5 References

- Santa Ana, City of. 1998a. Land Use Element. *Santa Ana General Plan*.
- . 1998b. Scenic Corridors Element. *Santa Ana General Plan*.
- . 1998c. Urban Design Element. *Santa Ana General Plan*.
- . 2007. *Draft—Santa Ana Renaissance Specific Plan*, April 27.

